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Eleventh Meeting of Heads of National Drug Law Enforcement Agencies, Europe
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Implementation of the recommendations adopted by the Tenth Meeting of Heads of National Drug Law Enforcement Agencies, Europe

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I. Introduction

1. The Tenth Meeting of Heads of National Drug Law Enforcement Agencies (HONLEA), Europe, held at Vienna from 2 to 5 July 2013, adopted a set of recommendations following the consideration by working groups of the issues defined below.

2. In accordance with established practice, the report of the Tenth Meeting was forwarded to the governments represented at the session. A questionnaire on the implementation of the recommendations adopted at that Meeting was dispatched to Governments on 28 January 2015.

3. The present report was prepared on the basis of information provided to the United Nations Office on Drugs and Crime (UNODC) by governments in reply to that questionnaire. As of 24 April 2015, replies had been received from the Governments of Armenia, Belarus, Belgium, Bulgaria, Croatia, Cyprus, Czech Republic, Greece, Finland, Georgia, Hungary, Israel, Kazakhstan, Latvia, Luxembourg, Romania, the Russian Federation, Spain, the former Yugoslav Republic of Macedonia, United Kingdom of Great Britain and Northern Ireland.

* Available only in English, French, Russian and Spanish, which are the working languages of the subsidiary body.
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II. Implementation of the recommendations adopted by the Tenth Meeting

Issue 1: Demand reduction and related measures

Recommendation (a)

4. It was recommended that Governments develop, review and strengthen integrated drug demand reduction policies and programmes that offer effective, science-based prevention and care in health-care and social services across the spectrum, from primary prevention to early intervention, treatment, rehabilitation and social reintegration.

5. Armenia reported that the programme and schedule of implementation of measures for combating drug abuse and illicit drug trafficking for 2015 were approved by Government decree of 25 September 2014.

6. Belarus reported that a system of nationwide measures to stabilize the drug situation and a comprehensive plan of action aimed at the adoption of effective measures to counter drug trafficking, prevent drug abuse and facilitate the social rehabilitation of drug users, had been approved.

7. Belgium reported that the national drug policy promoted a holistic and integrated approach, focusing on prevention and assistance to persons affected by drugs.[1] A number of diverse care and support services were implemented, including prevention initiatives in schools, specialized outpatient and residential care services and reintegration initiatives.

8. Bulgaria reported that national legislation was regularly updated and a new Anti-Drugs Strategy 2014-2018 had been adopted. These documents developed, reviewed and strengthened drug demand reduction policy in various fields, including prevention, early interventions, treatment and harm reduction.

9. Cyprus reported that the national Strategy provided overarching political framework and priorities for 2013-2020. It was based on respect for human dignity, liberty, the rule of law and human rights, taking a balanced, integrated and evidence-based approach to the drugs phenomenon. It promoted prevention, treatment and social reintegration, harm reduction, supply control and regulation, and international cooperation.

10. The Czech Republic reported that its national Drug Policy Strategy (2010-2018) was coordinated, interdisciplinary and cross-sectoral, with four main pillars: primary prevention, treatment and social reintegration, harm reduction, and drug supply reduction. It was built on comprehensive and balanced approach and encompassed coordination and funding, monitoring, research, and evaluation, and international cooperation. As of December 2014, the Strategy was reviewed to increase effectiveness of the response to issues associated with substance abuse.

11. Finland indicated that preventive work was carried out in social and health care, youth work, schools and education institutions. Methods of prevention were developed by the National Institute for Health and Welfare and by NGOs and local

[1] Joint Declaration of the Interministerial Conference on Drugs held in 2010, entitled "A holistic and integrated drug policy for Belgium".

authorities. National legislation was to be revised to reinforce preventive work in municipalities. The importance of multiprofessional cooperation among local authorities and service providers, including representatives of education, social welfare, health care and youth authorities, employment administration, the police and NGOs was stressed.

12. Georgia reported that its national drug strategy and action plan for 2014-2015 were based on principles of protection of human rights and a balanced approach and focused on demand reduction. The Action plan provided a wide range of measures for prevention, early intervention, treatment and rehabilitation, in conformity with scientific evidence.

13. Greece reported that a national services network, consisting of a wide range of agencies, was operating and that all services were based on the national Drug Strategy 2014-2016, focusing on a public health approach and evidence-based practices.

14. Kazakhstan reported that the recommendation was carried out within the framework of activities under the State health-care development programme Salamatti Kazakhstan (Healthy Kazakhstan) 2011-2015, and national sectoral programmes on combatting drug addiction and drug trafficking for the period 2012-2016.

15. Latvia reported that demand related measures were part of the national drugs policy and were being implemented continuously. With regard to new actions taken, in the second half of 2014, extra financial resources had been allocated to cover 60 more places for minors in drug treatment programmes.

16. Luxembourg reported series of prevention and demand reduction measures that had been implemented at national level. Universal prevention projects had been implemented in schools and municipalities. Selective prevention measures targeted at-risk groups. Treatment services included outpatient, residential and substitution treatment, and involved NGOs, doctors as well as hospitals, operating under governmental control. Social reintegration measures included also housing assistance, language courses and support for employment.

17. Romania indicated that the national Anti-Drug Strategy 2013-2020 integrated drug demand and supply reduction, while developing coordination, international cooperation, research, assessment and information in the field, by strengthening an integrated national system of prevention and care consistent with scientific evidence. It included universal and selective prevention measures implemented in schools, families and in the community.

18. The Russian Federation reported that a number of legislative amendments were in force, including related to the possibility for courts to order treatment and/or social rehabilitation, under both, criminal and administrative proceedings, establishing administrative liability for the refusal to do so. A subprogramme on comprehensive rehabilitation and resocialization of persons who use drugs was approved within the framework of the national programme on combatting drug trafficking, and activities in this regard were coordinated by the Federal Drug Control Service. Further legislative amendments were pending, which would introduce legal definitions and regulate the involvement of non-profit organizations.

19. Spain reported that the national Drug Strategy covered all areas of demand reduction policy, as well as supply control. Prevention activities included universal prevention in schools, families, communities and work places, and selective prevention focused on risk groups. Care and treatment were delivered through outpatient centres, hospital units, therapeutic communities and methadone units. Harm reduction measures such as centres for social emergencies, safe use rooms and syringe exchange were also available. Rehabilitation and social reintegration activities were developed in outpatient and inpatient centres, and housing and employment assistance was provided.

20. The United Kingdom reported that its national approach to drugs balanced three key themes, reducing the demand for drugs, restricting the supply of drugs, and supporting individuals to recover from dependence. A series of measures were reported, including prevention programmes focused on drug use resistance, as well as housing and employment assistance. The implementation of FRANK,[2] the Government's drugs information and advice service, reflected new and emerging patterns of drug use and evolved to remain in line with young people's media habits.

21. Hungary and Israel indicated that action had been taken without providing further details.

Recommendation (b)

22. It was recommended that Governments ensure that national drug demand reduction strategies deliver comprehensive policies and programmes using a multi-agency approach that includes health-care, social care, criminal justice, employment and education agencies working together to effectively reach persons at risk and persons already engaged in illicit drug use.

23. Armenia reported that a national inter-institutional commission on the prevention of trafficking and illicit drug trafficking was responsible for enhanced control and efficiency in the fight against illicit trafficking and coordination of governmental agencies in the field of prevention. Pursuant to the National Strategy, secondary schools, colleges and other educational institutions included educational programmes and courses on prevention and illegal circulation of drugs.

24. Belarus reported that a comprehensive plan of action aimed at the adoption of effective measures to counter drug trafficking, to prevent drug abuse, including among children and young people, and to facilitate the social rehabilitation of drug users was approved in March 2015.

25. Belgium reported that the main treatment objectives set out in the national drug policy included promotion of a holistic and collaborative support strategy, provision of a wide range of facilities and comprehensive care, training of new health workers and achievement of a balanced geographical distribution of centres. In addition, the public health sector had developed close ties with the justice sector with the aim of proposing medical alternatives to imprisonment.

26. Bulgaria reported that various ministries, municipalities, agencies and NGOs were involved in the implementation of the national Anti-Drug Strategy. Main players in the field of demand reduction were the Ministry of Health and

[2] www.talktofrank.com/.

municipalities. To ensure a balanced and comprehensive approach, various ministries and agencies were included in the national Drug Council.

27. Cyprus indicated that its national Antidrug Council was the responsible coordinating body in the field of drugs and alcohol, to ensure implementation of the national action plan by all relevant actors, including various ministries and representatives of health care, social care, criminal justice, employment, education and defence sectors. The prevention pillar of the national Strategy concentrated on vulnerable groups, with early intervention programmes.

28. The Czech Republic reported that the national Drug Strategy and Action Plan were drafted and reviewed in cooperation with all relevant stakeholders. The process was coordinated by the Government Council for Drug Policy Coordination (GCDPC) to maintain a balanced and cost-effective approach. In 2011, a profession of "addictologist" had been introduced into national legislation.

29. Finland reported that coordination of national measures related to drug policy fell under the national Drug Policy Coordination Group led by the Ministry of Social Affairs and Health. Bodies represented in this Group included several ministries, the National Police Board, the Office of the Prosecutor General, customs authorities, the National Board of Education and the National Institute for Health and Welfare and Fimea (Medicines agency). The Group discussed legislative amendments and recent research findings and submitted initiatives for action.

30. Georgia reported that the demand reduction focus of the national drug policy was implemented by several agencies. The Ministry of Education, the Ministry of Youth Affairs, and the Ministry of Interior Affairs conducted several prevention activities and programmes. The Ministry of Health operated inpatient and outpatient treatment programmes for drug addicts, in cooperation with international organizations and local NGOs, including harm reduction programmes and employment assistance. Almost 80 per cent of the total injecting drug users were being provided with harm reduction programmes.

31. Greece indicated that since the 1980s, the development of agencies was based on a comprehensive strategy that included drug related services, health and social care, criminal justice, vocational training, employment and formal education support. Selective prevention programmes as well as treatment agencies covered both vulnerable groups to drug use and problematic drug users.

32. Hungary reported that action had been taken without providing further details.

33. Israel reported that its drug control efforts were coordinated by the Israel Anti-Drug Authority, established in 1988. IADA was responsible for formulating all national supply and demand reduction policies, and oversaw cooperation and coordination among professionals in government and non-governmental agencies in prevention, treatment and law enforcement.

34. Kazakhstan reported that inter-agency coordination (Ministry of Internal Affairs, Ministry of Education and Science, Ministry of Health and Social Development) was also taking place through activities under the State health-care development programme Salamatti Kazakhstan 2011-2015 and sectoral programmes on combatting drug addiction and drug trafficking for the period 2012-2016.

35. Latvia reported that national drugs policy was built on inter-institutional cooperation, with the Ministry of the Interior as the main coordinating body.

36. Luxembourg reported that demand reduction actions were coordinated by the National Drug Coordinator. National strategies and action plans (2010-2014 and 2015-2019) were based on the priorities set by relevant authorities and aimed to address current challenges and focused on demand and supply reduction, including risk, harm and nuisance reduction, research and information, international relations and coordination mechanisms.

37. Romania reported that prevention of drug use in schools, families, and the community was implemented through campaigns and by counselling centres, in collaboration with school inspectorates, public health authorities, police directorates for social assistance and child protection, the penitentiaries, and by civil society.

38. The Russian Federation reported that the national anti-drug strategy had been approved until 2020. The National programme on combatting drug trafficking had been also approved for 2015-2016. It was further indicated that a number of constituent entities had been developing service provision mechanisms for comprehensive rehabilitation and resocialization of drug users, and an experimental programme in Moscow was developed to provide social services to citizens suffering from drug addiction.

39. Spain reported that the national drug policy was developed through the national Plan on Drugs, which included the Ministry of Health, Social Services and Equality, the Ministries of Interior (law enforcement and prisons), Foreign Affairs, Education, Finances, as well as regional and local administrations, academia and civil society organizations.

40. The United Kingdom reported a cross-governmental approach with key departments involved in action to tackle drugs. Action was taken to protect groups most at risk, such as children and young people, including through programmes in schools, including the provision of evidence-based information and toolkits.[3]

Recommendation (c)

41. Governments were encouraged to consider, within their legal frameworks and in compliance with applicable international laws, enabling their criminal justice systems to provide treatment and rehabilitation as alternatives to prosecution and prison for drug-using offenders.

42. Armenia reported that methadone treatment for people with opiate addiction had been used since 2009. The Government had implemented rehabilitation as alternative to prosecution and prison for drug-using offenders based on its 2012-2016 Strategic Program for Legal and Judicial Reforms and the List of Measures Deriving from the Program. A specialized probation service would be created within the Ministry of Justice, which would ensure, in collaboration with the penitentiary service, the rehabilitation and reintegration of convicted persons in society.

43. Belgium reported that unauthorized possession of a substance under control, regardless of the quantity, was prohibited by law, however criminal proceedings

[3] www.nta.nhs.uk/uploads/nps-a-toolkit-for-substance-misuse-commissioners.pdf.

were to take into account individual circumstances. Alternatives to criminal proceedings in some cases of use for personal consumption were envisaged by law, through voluntary medical treatment or therapy and the abstaining from drug use in the future.

44. Bulgaria reported that according to its legislation, treatment for drug-using offenders was provided only as an additional measure to the already imposed criminal sanction.

45. Cyprus reported that national legislation providing for alternatives to imprisonment for drug dependent individuals, drafted in 2012, was pending for adoption. A Protocol of cooperation was implemented for the referral of young drug users (first-time offenders) to treatment, as an alternative to prosecution.

46. The Czech Republic reported that court-ordered treatment was not an alternative punishment included in the criminal code, but was used as a protective measure, by ordering compulsory treatment to the offender.

47. Finland indicated that alternative sanctions to prison had been developed for drug users: a reprimand procedure for young users and referral to treatment for problem users. The Prosecutor General had encouraged prosecutors to waive charges for drug users who had sought treatment. Seeking treatment was to be demonstrated by written proof indicating that the drug user had sought treatment at a treatment institution or had booked a place or an appointment there.

48. Greece reported that the new national legal framework provided alternatives to imprisonment for drug using offenders.

49. Hungary indicated that action had been taken without providing further details.

50. Israel reported that the national legislation provided a methodology for the calculation of fines, as well as the possibility for courts to substitute punishment by treatment for drug users, for a period and in accordance with a programme determined by the court. A pilot drug treatment court was ongoing in Tel Aviv.

51. Kazakhstan reported that under its criminal code, an individual who had voluntarily relinquished such substances, acquired for personal consumption, or who had voluntarily attended a medical facility in connection with their use for non-medical purposes, or actively contributed to exposing or disrupting offences related to illegal trafficking or to detecting property obtained through criminal means, was to be exempted from criminal liability.

52. Latvia reported that treatment and rehabilitation was provided as an alternative in the national criminal justice system, but, that unfortunately, data on the extent of alternatives to prosecution did not yet exist.

53. Luxembourg reported that its national legislation of 1973 allowed competent authorities to propose treatment and rehabilitation services for drug users, under certain conditions. Treatment may be proposed instead of prosecution, or as an alternative to imprisonment upon conviction. The relevant authority would cooperate with the responsible doctor to monitor progress and results. For persons under the age of 21, therapeutic assistance may also be provided by a non-profit organization called Impuls Youth Solidarity Service.

54. Romania reported that in 2014, a therapeutic justice concept (legal provisions on alternative to imprisonment for possession of drugs for own consumption) had been implemented.

55. The Russian Federation reported legislative amendments in force, including the possibility for courts to order treatment and/or social rehabilitation, under both, criminal and administrative proceedings, and establishing administrative liability for the refusal to do so. A federal bill would expand the rights of courts to order treatment to persons who occasionally use illicit drugs and would include a deferral of sentences for convicted persons suffering from drug addiction. Reference was also made to legislation strengthening the role of non-profit organizations.

56. Spain reported that its legal system foresaw the possibility that sentenced drug using offenders could ask for an alternative treatment to prison, and it was up to the Court to decide upon such request on a case by case basis.

57. The United Kingdom reported that recovery was at the heart of the national approach, and ensured a wider focus on issues such as housing and employment, through its programme "Public Health England". In April 2014, Liaison and Diversion schemes has been launched, to ensure that people with mental health problems and other vulnerabilities could access appropriate interventions through an assessment and referral process. A further roll-out programme was to start in April 2015, placing mental health professionals in police custody suites and Crown and Magistrates courts.

Recommendation (d)

58. Governments were encouraged to provide specialized training for prison officers working with drug-dependent inmates.

59. Armenia reported that pursuant to its law on criminal executive service, penitentiary officers needed a mandatory certification. Trainings included specialized courses on treatment of drug-dependent inmates. It was indicated that 1,995 penitentiary officers had participated in trainings and 720 officers had taken special trainings including on treatment of drug-dependent inmates.

60. Belgium indicated that there were two training centres for staff of the penitentiary system, providing a variety of training courses led by experts. Initial training for surveillance personnel included regulations, indications and effects of drug use; general basic training was provided for other staff in prisons, such as administrative, medical management staff, and continued extensive training was also provided for various categories of staff.

61. Bulgaria indicated that training seminars with medical specialists in prison setting were annually conducted on various topics, including on the abstinence syndrome, its diagnostics and treatment, types of dependencies, specifics of work with drug users in the penitentiary environment and prevention of overdose after release from prison. Trained personnel in prisons was responsible for the implementation of a short-term programme to minimize harm and a medium-term programme for treatment of addictions in the national prison system.

62. Cyprus reported that specialized training on drugs was offered to prison officers since 2014 and staff (from the health sector) working in a drug treatment programme provided in prisons had participated in a specialized training in Greece.

63. The Czech Republic reported that education was provided continuously. In 2014, two rounds of a basic addictological course had started, attended by 40 employees from the national Prison Service. The course focused on prevention of transmission of infectious diseases and overdoses.

64. Finland indicated that it was possible to use various programmes on substance abuse, including social and occupational rehabilitation measures, and individual support measures in prisons to influence prisoners' attitudes, emotional life, intoxicant abuse, cognitive and social skills, social networks and social circumstances. The national approach was based on the concept that an individual could change and mature.

65. Georgia reported that the Ministry of Correction carried out several programmes to train its staff in various psycho-rehabilitation programmes, including on overcoming drug-addiction (715 staff members had been trained in 2014). Basic training on factors contributing to overcoming dependency had been providing for all employees of the Division of Rehabilitation Programs of the National Probation Agency, and specialists at that Division had been trained in using cognitive-behavioural methodology, to facilitate the delivery of rehabilitation services for addicted persons. "Training for trainers" in therapeutic group work was also planned.

66. Greece reported that specialized training programmes were offered for prison officers working with drug dependent inmates. The most notable collaboration in this regard was between the Ministry of Justice, KETHEA, the University of Thessaloniki and the ACC University of California, San Diego.

67. Hungary indicated that action had been taken without providing further details.

68. Israel reported that law enforcement officers working in the Israel Prison System underwent training for working with drug dependent inmates, and that treatment programmes were available in the prisons.

69. Kazakhstan reported that in 2014, a three-day workshop had been held at the Ministry of Health and Social Development for doctors and psychiatrists from institutions in the penal correction system, informing them about the principles of drug-related motivational counselling. The workshop had been attended by 16 health workers from the penal correction system.

70. Latvia reported that training on work with drug dependent inmates was part of the general training programme for imprisonment and probations service staff.

71. Luxembourg reported that trainee guards attended a six-hour course on problems relating to drug addiction and dependence delivered by the Director of the Manternach Therapy Centre (centre for drug addicts, organized as a therapeutic community). During training for promotional purposes, guards attended a 12-hour follow-up course.

72. Romania reported that its training and documentation was based upon the results of training needs assessments. Basic sessions in the field of drug prevention were provided to 200 employees of the National Penitentiary Authority, and in the field of drug addiction addressed to 100 probation counsellors.

73. Spain reported that specialized training was provided to prison officers working with drug dependant inmates, financed by the National Plan on Drugs. These trainings were provided online or face-to-face.

74. The United Kingdom reported that substance misuse training was provided to prison officers as part of the Prison Officer Entry Level Training, and was further provided as necessary. The majority of these trainings in England and Wales were now delivered by substance misuse providers commissioned by the National Health Service who met their delivery standards and had the necessary expertise.

Issue 2: Responding to changing trends in drug use, including new psychoactive substances

Recommendation (a)

75. Governments were encouraged to be proactive in contributing information to the United Nations Office on Drugs and Crime (UNODC) Early Warning Advisory on New Psychoactive Substances[4] so as to benefit from timely warnings regarding new psychoactive substances, analysis of developing trends in trafficking, current modi operandi and legislation developed to curb their abuse.

76. Armenia reported that a focal point within its national police had been established in 2014 to participate in the ION Project of UNODC, aimed at implementation of international operations and exchange of information on new psychoactive substances.

77. Belgium indicated that the rapid growth of NPS constituted a major problem, 91 such substances having been detected in 2014. The Belgian Early Warning System on Drugs was monitoring closely the emergence of NP, and collaborated with the Federal Police, customs and the Federal Agency for Medicines and Health Products, particularly with regard to precursors. In addition, laboratories and experts were required to report immediately to the results of all analyses carried out.

78. Bulgaria reported that the National Focal Point belonging to the European Information Network on Drugs and Drug Addiction was incorporated in legislation. In addition, a Public Information System for Drugs and Drug Addiction, and an Information System for Early Warning of New Drugs as part of the European Early Warning System were established and maintained.

79. Cyprus reported that a national level Early Warning System on NPS was established. The data was collected mainly by a working group consisted of representatives of the Ministry of Health, police and of the drug therapeutic network, and managed by the National Focal Point. Cyprus also participated in the EU Early Warning System by sending all relevant information to the EMCDDA.

80. The Czech Republic reported that it was a member of the EU Early Warning System, and that a special interministerial and interdisciplinary expert working group for EWS had been established by the GCDPC.

81. Georgia reported that following legislative amendments, the illicit traffic in some psychoactive substances which were used as the main substance for preparing home-made drugs had been criminalized. A State Commission, composed of

[4] See www.unodc.org/LSS/Home/NPS.

relevant ministries, was established to monitor and analyse its mechanism regarding NPS. In terms of results achieved, it was reported that in comparison to the previous year, illicit traffic of new psychoactive substances had been decreased by over 90 per cent.

82. Greece reported that its early warning system committee was working with the Reitox focal point, in collaboration with EMCDDA. Additionally, the General Customs Directorate and Excise Duties participated in Project ION (International Operation on NPS) with the aim to support law enforcement agencies in preventing NPS from reaching consumer markets, and in IONICS (secure online tool communicating incidents of suspicious shipments of NPS trafficking).

83. Latvia reported that in the previous two years, data on NPS had been provided using such data collection tools as the Annual Report Questionnaire, the Global Smart Questionnaire on NPS and the UNODC seizures questionnaire.

84. Luxembourg reported that new trends among drugs users were assessed by the National System for Epidemiological Surveillance of Drug Use (RELIS), which relied on data from specialized inpatient and outpatient treatment centres and low-threshold facilities, general hospitals, the judicial authorities and national prisons. The National Early Warning System on consumption behaviour was the major source of national data on NPS, and was based on a network of specialized drug agencies, hospitals, emergency departments, judicial authorities, and the Ministry of Health.

85. Romania reported that it had not yet participated in this programme, but would like to contribute and receive timely warnings on NPS, analysis of developing trends in order to curb their abuse.

86. The Russian Federation reported that 36 new substances and their derivatives with psychoactive effect had been placed under national control. The Federal Drug Control Service (FRCS) was actively using the IONICS automated online system, which provided for operational exchange of information between competent authorities on detection data, trafficking routes, supply chains, and dismantling of illegal laboratories producing NPS.

87. Spain reported that it had been providing information to UNODC on NPS through the Early Warning Advisory. The national Early Warning Advisory (SEAT) had been set up in March 2012 by the Government Delegation for the National Plan on Drugs (Spanish Observatory on Drugs), in order to meet requirements by the EU-EWS (EMCDDA).

88. The United Kingdom reported on its active work with UNODC to develop and contribute data to the Early Warning Advisory database, as well as on its work at international fora to promote its use. Most recently, analytical data to assist with forensic identification of NPS were provided to the database.

89. Croatia, Hungary and Israel indicated that action had been taken without providing further details; Finland indicated that action was in progress.

Recommendation (b)

90. It was recommended that Governments conduct information and education campaigns among the general public to alert them to the dangers of the use of new psychoactive substances and so reduce demand for their availability.

91. Armenia reported that in order to raise awareness, TV programmes were periodically focusing on the dangers of drugs and psychotropic substances.

92. Belarus reported that all relevant State bodies issued regular media releases (print and electronic media, radio and television) on countering drug addiction and drug-related crime.

93. Belgium reported that while the problem of NPS was growing, their use in Belgium remained limited and therefore it did not consider at this stage conducting of an information campaign. However, alerts were issued in relation to drugs use which could lead to death (e.g. PMMA).

94. Cyprus indicated that information on NPS was disseminated by the national Antidrug Council through its monthly newsletter, which was sent to policymakers, the House of Representatives, mass media, professionals working in the field and academics. The general public was also informed of seizures of a new psychoactive substance.

95. The Czech Republic reported that the general public could find information on the governmental website drogy-info.cz, and a new factsheet from EMCDDA which was published in March 2015, had been translated into Czech. Educational media campaigns for the general public were not conducted due to the lack of financial resources.

96. Finland reported that safety campaigns were organized annually, focusing on all substance abuse. A general intoxicant education campaign was also conducted during the annual substance abuse prevention week, and social media and special drug information sites were used to inform about all substances including NPS.

97. Georgia reported that a wide-scale anti-drug awareness raising campaign was launched. Together with doctor-narcologists, a number of meetings had been organized with students of higher educational institutions and pupils of public schools. A broad media-campaign had been carried out and numerous reports, TV and radio programmes had been devoted to drug-related topics. Furthermore, the issue had been widely covered by the press and social networks (Facebook).

98. Greece reported that information and education campaigns were included in the national prevention programmes practices.

99. Israel indicated that action had been taken without providing further details.

100. Kazakhstan reported that this recommendation had been carried out within the framework of the activities of the State health-care development programme Salamatti Kazakhstan 2011-2015 and sectoral programmes on combatting drug addiction and drug trafficking for the period 2012-2016.

101. Latvia reported that a cycle of lectures on NPS in schools targeting students at the age of 13-15 had been carried out in the second half of 2014.

102. Luxembourg reported that training had been organized in 2013 for teachers, specialist workers and psychologists from various secondary schools. Prevention action was undertaken through distribution of brochures, flyers and information for the general public, as well as through prevention points at main festivals and musical events. In addition to public alerts on new high-risk substances, a pilot project for testing drugs (including NPS) at festival sites had been launched in 2014 by the Ministry of Health and the Center for the prevention of drug addiction.

103. Romania reported that the national Anti-Drug strategy 2013-2020 addressed coordination, international cooperation, research, assessment and information by strengthening integrated its national system of prevention and care.

104. The Russian Federation reported that the FRCS was actively conducting a public information campaign aimed at disseminating information about the dangers of drug use and NPS. In 2014, more than 270,000 materials had been produced and made available in print and electronic media and through interviews.

105. Spain reported that it monitored NPS consumption trends among general population and teenager students and obtained updated reference data to compare with international NPS data (ESPAD, Eurobarometer, etc.). The so called "New drugs" had been the key topic of several national level meetings and seminars for politicians and technical professionals. Spain also referred to several publications on the topic, as well as to media interviews undertaken on NPS.

106. The former Yugoslav Republic of Macedonia reported that its Customs Administration had launched a campaign to inform young people about the harmful consequences of consumption and smuggling of drugs, including a brochure and several presentations held by experts at public high schools.

107. The United Kingdom reported continued action to raise awareness of the harms posed by NPS, including though a comprehensive action plan, publications and a summer campaign. A NPS specific resource package had also been developed to support informal educators.[5]

Recommendation (c)

108. Governments must ensure that their legislation is adequate and that their drug law enforcement officials are informed, aware, well trained and capable of recognizing new psychoactive substances in order to act effectively against the threat posed by such substances.

109. Armenia indicated that the Criminal Code and the Code of Administrative Offences was periodically amended to reflect narcotic drugs, psychotropic substances and their turnover. Police employees passed periodically advanced training courses in the national Police Educational Complex as well as in foreign countries.

110. Belarus reported that a Decree[6] on urgent measures to counter drug trafficking was adopted, which comprehensively set out measures designed to regulate all key areas regarding drug addiction. Officers of relevant law enforcement agencies

[5] www.nta.nhs.uk/uploads/nps-a-toolkit-for-substance-misuse-commissioners.pdf.

[6] http://president.gov.by/ru/official_documents_ru/view/dekret-10535/.

regularly underwent training, retraining and advanced training through interministerial and international workshops, training events and courses.

111. Belgium reported that new legislation was being prepared to address NPS. Police officers were trained to recognize narcotic drugs and psychoactive substances as well as production facilities and trafficking modi operandi, and information on NPS was being regularly shared between concerned authorities. An e-learning course on small- and large-scale production of synthetic drugs was currently under consideration.

112. Bulgaria indicated that after 2010, national legislation was adapted to be more flexible and to address NPS control in a more efficient and timely manner. In the same period Customs laboratory gained the necessary experience to recognize substances not yet under control. Statistical data of drug seizures of the Bulgarian Customs Agency in 2014 showed a decreasing number and quantities of NPS cases.

113. Cyprus indicated that cases of NPS trafficking were dealt with by the Drug Law Enforcement Unit personnel, which had the proper knowledge for doing so.

114. The Czech Republic reported that recognizing NPS and training of police officers was under the responsibility of the Police Institute for Criminalistics. The EWS on NPS was coordinated by the interministerial and interdisciplinary expert working group.

115. Finland indicated a series of legislative measures to tackle the most dangerous substances and preparations which were defined as narcotics, in line with international conventions. The capacity of law enforcement officials to recognize NPS was maintained through information sharing and training, including through participation in the EU EMPACT.

116. Georgia reported that in 2014, 1,344 police officers were given advanced training on illegal drugs and NPS circulation. Doctor-narcologists of the Forensic Drug Testing Service underwent specialized retraining course to identify consumption and abuse. In April 2015, a special training session on challenges related to monitoring and control of emerging threats in relation to NPS would be organized for 40 experts, in cooperation with the Ministry of Justice.

117. Greece indicated that information sharing, and participation in international bodies, as well as the provision of specialized training contributed to raising the awareness and knowledge about NPS. A further legal framework and specialized procedures on NPS identification were being developed.

118. Israel indicated that forums composed of professionals and law enforcement officers met regularly in order to discuss new legislation which was being implemented, and seminars on new psychoactive substances and legislation were regularly organized for law enforcement officers.

119. Kazakhstan reported that the recommendation was being implemented on an ongoing basis within the framework of the UNODC "Standardization and Sustainability in the Handling and Presentation of Data in Central Asia" project and the "Afghan Opiate Trade Monitoring Project", as well as through projects of the European Union in Central Asia, and through participation in seminars, advanced professional development training courses and coordination meetings.

120. Latvia reported on the recent amendments in its national legislative framework, which included a new definition of NPS, measures that could be taken in relation to uncontrolled NPS, punishment as well as amended responsibilities of the concerned national authorities.[7]

121. Luxembourg reported that it adopted a neurochemical approach to the classification of NPS, generically grouping synthetic cannabinoids together as "synthetic agonists of cannabinoid receptors or synthetic cannabinomimetics". An expedited procedure to bring NPS under national control was established by law. To improve and further accelerate the legal response to the threat posed by NPS, an expert group of the Ministry of Health and the Ministry of Justice was working on a proposal to amend national legislation. Law enforcement agencies and customs authorities were in close contact with the Office of the National Drug Coordinator with regard to the seizure, identification and determination of the legal status of NPS.

122. Romania reported that to effectively combat the threat posed by NPS, a law on illegal operations with products susceptible of having psychoactive effects had been issued in 2011, and a new specialized unit on combating trafficking in precursors and synthetic drugs and laboratories had been established.

123. The Russian Federation reported that recent legislative amendments provided for definitions of new potentially dangerous psychoactive substances and established liability for their trafficking and promotion. Reference was also made with regard to documenting contact-free drug dealing and detecting drug-related crimes through postal communication channels.

124. Spain indicated that there was no legal definition of NPS. NPS were regulated one by one, depending on the assessment at European level. While the mere presence of a substance did not imply the existence of a crime, the criminal code established various types of felonies against public health which could be applied.

125. The former Yugoslav Republic of Macedonia reported that a multiday training for customs officers on identification of drugs and preventing their smuggling was included in the annual training plan for its customs administration, covering new types of drugs and psychotropic substances.

126. The United Kingdom reported that it controlled drugs that were dangerous or otherwise harmful under its national legislation.[8] Since the emergence of NPS, a system of temporary control was introduced to enable new substances causing concern to be controlled almost immediately while independent experts considered their full harms. It was also reported that a Forensic Early Warning System[9] had been established aimed at identifying new compounds appearing on the market and a guidance on NPS for enforcement partners (police forces, trading standards and border force) to ensure effective response to NPS.[10]

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[7] www.emcdda.europa.eu/html.cfm/index228438EN.html.

[8] www.gov.uk/government/uploads/system/uploads/attachment_data/file/98006/temporary-class-drug-factsheet.pdf.

[9] www.gov.uk/government/uploads/system/uploads/attachment_data/file/344551/2014-08-12_-_FEWS_Annual_Report_Aug_2014_-_Final__2_.pdf.

[10] www.gov.uk/government/uploads/system/uploads/attachment_data/file/410961/Guidance_for_local_authorities_on_taking_action_against_10.03_15.pdf.

127. Croatia and Hungary reported that action had been taken without providing further details.

Issue 3: Developing an effective response to illicit drug trafficking using sea containers

Recommendation (a)

128. Governments were encouraged to consider assessing the vulnerability of ports and terminal operations to the "rip-off" technique of importing illicit drugs in sea containers and to take action, as appropriate, to support the effectiveness of the actions taken by their authorities to address that growing challenge.

129. Armenia reported that border checkpoints were provided with equipment to detect drugs.

130. Belgium reported that actions to combat trafficking by sea, including "rip-off" techniques, were among the priorities and part of daily work. Several projects had been established by the Antwerp Investigation and Research Team of the Regional Office to address this problem and national customs authorities participated actively in investigative operations, and were provided with training on sealing techniques and container control. It was also reported that in 2011, out of 77 containers, 68 were "rip-off", in comparison to 2015, when out of 15 containers, 11 were detected "rip-off".

131. Bulgaria indicated that the national Customs agency was aware of the "rip-off" technique, and it had been covered during different meetings organized by Europol or the MarInfo Customs group with participation of customs experts. Customs officers were performing checks of containers of regular importers directed against "rip-off". Reference was made to a rip-off case of 1 kg cocaine inside the cooler system of one container from Argentina.

132. Croatia indicated that action had been taken without providing further details.

133. Cyprus reported that in January 2014, national the Customs & Excise Department had organized and implemented an action plan with regard to "rip-off". National risk parameters had been recorded in Import Control System and a number of containers were being targeted and physically checked for "rip-off". Those risk parameters were being updated based on new trends and patterns.

134. The Czech Republic reported that its Customs Administration detected the "rip-off" technique especially thorough analysis of containerized cargo.

135. Finland indicated that national customs were aware of the "rip-off" and "rip-on" techniques and actions were taken to support training and awareness-raising in this regard.

136. Georgia reported that in 2012, the Global Container Control Programme was launched and a special team at Poti harbour had been established. In 2012, 800 containers had been checked by X-rays out of which 75 were opened; while in 2014, 500 containers had been checked by X-rays out of which 73 were opened.

137. Greece reported that the Customs Directorate General and Excise Duties had participated in a workshop organized by the World Customs Organization, in Athens, where it had been given technical assistance on rip-off techniques.

138. Israel reported that law enforcement officials were familiar with this method of smuggling and had detected such cases in the past. Suspicious shipments were carefully inspected (X-rays and other methods).

139. Kazakhstan reported that a Risk Management Control System was operating within the Customs Automated Information System (TAIS 2) programme to counter cross-border smuggling of all types of contraband, including narcotic drugs. It continuously updated and added risk profiles and made recommendations on necessary verification measures.

140. Romania reported that it was a member of the EMPACT Project, which included rip-off activity aimed at developing a common EU strategy to target cocaine trafficking in containers. A specialized unit in Constanta Harbour had been established in 2009 to ensure container control.

141. The Russian Federation reported that several inter-agency activities as well as joint international operations to disrupt maritime drug trafficking were undertaken. In addition, a risk management system, operated by the customs authorities, included the analysis of risks and their indicators, risk assessments, and the application of measures to minimize risks.

142. Spain indicated that Risk Analysis Units (UAR) including customs officials and the Office of Fiscal Analysis Research of the Civil Guard were operating under the direction of the Collector of Customs. The Customs Department performed profiling or shipping risk analysis based on different aspects and interventions of the UAR.

143. The former Yugoslav Republic of Macedonia reported that estimates of sensitivity of terminals was an ongoing activity and led to appropriate measures and activities aimed at increasing the efficiency of customs controls. It was further mentioned that various techniques of risk management, information technology and method of selection of shipments were applied.

144. The United Kingdom reported that assessments were routinely carried out around the vulnerabilities at the ports into the rip-off of illicit drugs. An annual assessment was conducted at overseas ports to identify rip on techniques and to take measures as necessary.

Recommendation (b)

145. As part of their support to the international response to disrupt drug trafficking, Governments were encouraged to invite their law enforcement authorities to consider undertaking investigations following the interception of illicit drug consignments in sea freight, including through the use of controlled deliveries, the exchange of information with authorities involved along the route of the consignment and the gathering of evidence from, and exchange of evidence with, authorities in other jurisdictions that may be able to contribute to the successful dismantling and prosecution of an organized criminal network.

146. Belgium reported that investigations involving controlled deliveries were regularly carried out by the services involved in combating trafficking via sea freight. Information exchange was undertaken between the prosecution service, customs and police services, as well as through international channels of ContainerCOMM, Europol and Mar Info.

147. Bulgaria indicated that various methods for investigation of drug trafficking were used, including "controlled deliveries". Joint investigation had been conducted with Romanian police in 2014, which resulted in seizures of cocaine.

148. Croatia reported that action had been taken without providing further details.

149. Cyprus reported on cooperation activities between the national Customs and Excise Department and the Drug Law Enforcement Unit of the national police in terms of investigation and inspection of deliveries. The Department also collaborated with authorities in other jurisdictions through information exchange systems on suspicious consignments and on any new patterns and trends.

150. The Czech Republic reported that its national Customs Administration used legal measures including the use of controlled deliveries and the exchange of information and evidence with partners abroad.

151. Finland reported that all activities were possible and were considered whenever there was a case or need to carry out actions against drug trafficking in sea freight.

152. Georgia indicated that a Drug Trafficking Prevention Group had been created in 2014, and was composed of eight police officers and four officers of the Revenue Service. Its purpose was the prevention and detection of drug trafficking, risk analysis, monitoring of cargo and suspicious transit companies.

153. Greece reported that national authorities exchanged information via official channels on mutual legal assistance, collected and exchanged evidence with competent authorities that might led to the dismantle of organized crime groups.

154. Israel reported that it had taken no action, but indicated that it received information and took action regarding controlled deliveries via postal services. Israel informed that it was very keen on enhancing cooperation and increasing the exchange of information.

155. Kazakhstan reported that such actions were regulated in accordance with international agreements and domestic normative legal instruments, and that controlled deliveries and information exchanges took place on an ongoing basis with foreign partners within the framework of international cooperation.

156. Romania reported that active protocols were issued among law enforcement authorities to ensure cooperation in countering illicit drug consignments in sea freight.

157. The Russian Federation reported that successful efforts to counter drug trafficking were undertaken by its Central Criminal Investigation Department. Reference was made to successful results in combatting drug smuggling by maritime transport, resulting in criminal prosecutions. To support international efforts to disrupt drug trafficking, the customs authorities organized and carried out controlled deliveries.

158. Spain indicated that its legislation allowed for the use of special investigative techniques in the context of international response, such as Controlled Deliveries, Undercover Agent and Joint Investigation Teams cooperation, under the appropriate judicial authorization and control. It was indicated that channels and mechanisms for cooperation and exchange of information in this field also existed.

159. The former Yugoslav Republic of Macedonia reported that there had been no seizures of drugs arriving in container or controlled delivery, and the customs administration cooperated with domestic and foreign competent authorities to combat drug trafficking.

160. The United Kingdom reported that an assessment was made when a consignment of drugs was interdicted within sea freight, using appropriate investigative techniques and tools, such as conducting feasibility into controlled deliveries, and sharing intelligence with foreign partners.

Recommendation (c)

161. Governments were encouraged to invite their drug law enforcement agencies working at ports and container terminals to consider joining the UNODC/World Customs Organization Container Control Programme and engaging with the joint port control units established under the Programme in order to effectively combat drug trafficking using maritime routes by sharing information and coordinating in targeting sea containers suspected to contain drugs and other prohibited goods.

162. Belgium reported that only five officers in the port of Antwerp had access to ContainerCOMM system. Information was exchanged with the Joint Port Control Unit with regard to investigations carried out in Belgium, and increased access to the system would be encouraged.

163. Cyprus reported that the national Customs & Excise Department had recently joined the programme and sought to promote and encourage the exchange of information and cooperation in targeting suspicious sea containers.

164. The Czech Republic indicated that national Customs Administration used the online access to ConTraffic, which was connected to OLAF.

165. Finland reported that national customs were a member of the programme and information was shared with relevant partners.

166. Georgia reported that the Container Control Group, established in 2012, in cooperation with UNODC, operated in the Poti International Terminal and consisted of patrol, customs and criminal police officers. The Group aimed at detection of illegal goods imported or moved in transit through Georgia, and used the ContainerCOMM communication programme to exchange information between different countries effectively.

167. Greece reported that the Customs Directorate General and Excise Duties had access to the Container Control Programme, through which eight users were helped with regard to risk profiling of containerized cargo.

168. Israel reported that its customs officers were not yet part of the programme, but were ready to cooperate on all drug related matters.

169. Kazakhstan indicated that in order to determine the feasibility of the Programme, agencies had participated in orientation activities, including a two-week training course, on orientation visit to Poti, a two-week practical training course in Aktau and a regional meeting for Central Asian countries and Azerbaijan.

170. Romania reported that joining the Programme was being seriously considered.

171. The Russian Federation reported that national Customs Services addressed the question of joining the UNODC/World Customs Organization Container Control Programme.

172. Spain reported that its UAR participated in the global Container Control Programme, thus facilitating the exchange of information, the cooperation and coordination of operations on suspected maritime containers, and was also actively involved in the EU SEACOP programme.

173. The former Yugoslav Republic of Macedonia reported that its customs administration had access to the Container Control Programme, which was actively used by authorized persons and ensured faster and more accurate access to information and knowledge on drug smuggling in containers.

III. Conclusions

174. The overview contained in the present report reflects the situation in 20 of the 56 members of the Meeting. In order to provide the Meeting with more complete information, all Governments should be encouraged to complete and return the questionnaires.

175. The quality and detail of the responses to the questionnaires show that a number of Governments have taken effective measures to implement the recommendations adopted by the Tenth Meeting of Heads of National Drug Law Enforcement Agencies, Europe, and that there is a well-established culture of cooperation between law enforcement agencies in the region.